

CREATING, COMMUNICATING AND MEASURING STRATEGIC OBJECTIVES
THROUGH THE APPLICATION OF A BALANCED SCORECARD: THE CASE OF
THE UNIVERSITY OF ALASKA FAIRBANKS POLICE DEPARTMENT

By

Sean Eric McGee

RECOMMENDED:

Dr. Kevin Berry

Assistant Professor Jeffrey May

Dr. Rob Duke, Advisory Committee Chair

APPROVED:

Professor Michael Daku
Chair, Justice Department

Date

CREATING, COMMUNICATING AND MEASURING STRATEGIC OBJECTIVES
THROUGH THE APPLICATION OF A BALANCED SCORECARD: THE CASE OF
THE UNIVERSITY OF ALASKA FAIRBANKS POLICE DEPARTMENT

A Project

Presented to

The Faculty of the Justice Department

University of Alaska Fairbanks

In Partial Fulfillment

of the Requirements for the Degree

Master of Arts

in

Justice Administration

By

Sean Eric McGee

August 2015

ABSTRACT

Creating, Communicating and Measuring Strategic Objectives through the Application of a Balanced Scorecard: The Case of the University of Alaska Fairbanks Police Department

By

Sean Eric McGee

This project served to align the vision and mission of the University of Alaska Fairbanks Police Department with the needs of the University community through the employment of a balanced scorecard. The balanced scorecard itself is a strategic performance management framework that enables organizations to identify, manage and measure strategic objectives. While there have been instances where police agencies have attempted to implement the balanced scorecard in the past, these police agencies have been very large, and they failed to achieve the level of granularity in their balanced scorecard necessary to effectively identify and manage true strategic objectives.

In case of the University of Alaska Fairbanks Police Department, the balanced scorecard served to answer four fundamental questions: how will they sustain their ability to change and improve, what business processes must they excel at, how should they be perceived by their community, and how can they be responsible stewards of the funds that they are given?

ACKNOWLEDGMENTS

Dedicated to my father and mother, Fred and Theresa, who have always been in my corner, and to my wife Keli and our children without whose support and understanding I wouldn't have been able to complete this project.

TABLE OF CONTENTS

Abstract	iii
Acknowledgments	iv
List of Tables	vii
List of Figures	viii
Chapter	
1. Introduction	1
Difficult times for the State of Alaska	1
The UAF Police Department and the Balanced Scorecard	4
2. Literature Review	6
Historical overview of campus law enforcement efforts	6
Basis for campus police	8
Standard indicators of police department efficiency and effectiveness	15
The problem with measuring police efficiency and effectiveness	
“like we always have”	23
Introduction to the balanced scorecard	24
The balanced scorecard in the public sector	28
Evaluating various police departments’ use of the balanced scorecard ..	29
3. Purpose	32
4. Methods	34
5. Results	36

6. Conclusion	49
References	51

LIST OF FIGURES

Figure

2.1	Number of Students	17
2.2	Number of Sworn Officers	18
2.3	Number of Violent Crimes	19
2.4	Number of Property Crimes	20
2.5	Number of Liquor and Drug Arrests.....	21
2.6	Comparison between UAF and City of Fairbanks Crimes	22
2.7	The Balanced Scorecard in the Private Sector.....	27
2.8	The Balanced Scorecard in the Public Sector.....	29
5.1	UAF Police Department S.W.O.T. Analysis.....	36
5.2	Revised UAF Police Department Mission and Vision Statements.....	38
5.3	UAF Police Department Balanced Scorecard	40
5.4	Balanced Scorecard Perspectives	42
5.5	Community Perspective with Objectives and Metrics	43
5.6	Internal Processes Perspective with Objectives and Metrics.....	44
5.7	Learning and Growth Perspective with Objectives and Metrics	45
5.8	Financial Perspective with Objectives and Metrics.....	46
5.9	UAF Balanced Scorecard	47

CHAPTER 1

Difficult times for the State of Alaska

The article in the January 25th, 2015 edition of the Fairbanks Daily News Miner Newspaper described just how dire financial matters had become for the State of Alaska. With the decline in the price of oil per barrel, and a decrease in the production of oil since the peak of production in the later part of the 1980's, the State was faced with an estimated deficit in funding of three and-a-half billion dollars (Buxton, 2015). To put this in perspective, if the State were to attempt to balance the budget, the State would have to eliminate ALL general fund spending for a year *in addition to* slashing contractual and statutory spending by a billion dollars. This is simply not a viable option; whole divisions, such as the Department of Corrections and the Department of Public Safety would be entirely unfunded. The State of Alaska has entered into a financial situation that is unprecedented in its history.

It is in this bleak financial environment, the University of Alaska finds itself under incredible pressure to review programs for potential cuts and to reduce some two hundred and fifty full-time positions. UAF's Chancellor has indicated that the difference in the amount of funding that the University of Alaska Fairbanks receives and the anticipated costs for the coming fiscal year could exceed fifty million dollars. On May 19, 2015, Alaska's Governor vetoed most of the State's FY16 operating budget. He reduced the State budget to \$2 billion dollars to match available revenue and focused available State funding on health, life safety, and debt service obligations. The impact to the University

of Alaska was a state appropriation reduction of \$242.5 million. This figure equates to a reduction of services by the University of Alaska of some seventy-two percent.

Individual departments have received directives to reduce their respective budgets.

Department heads have the responsibility for recommending where these needed reductions will actually fall.

When organizations such as the University encounter intense pressure to meet strict financial expectations, there is a tendency to focus solely upon financial measures in order to determine organizational performance (Kaplan and Norton 2005). These circumstances foster an emphasis on short-term outcomes, often to the detriment of long term vision oriented efforts. While this project will discuss the merits of focusing upon a more holistic approach to measuring organizational performance, briefly, there are several issues associated with an exclusive reliance on financial measures when determining the performance of an organization:

- Organizations often possess worth that is not easily reflected on any line of a budget. For example, value exists in the intellectual assets of the organization, in constituent relationships, within the technology of the organization, and in the services rendered to the community.
- Over reliance upon financial measures hampers long-term vision. Severe cost cutting measures can initially make a department appear to be performing well financially. The hidden dangers of these cost

cutting efforts lie in the fact that they frequently end up “hamstringing” the department in the areas of research and development, employee enrichment, and in customer service.

- Financial measures can provide for a review of a department’s performance within a given period, but they are not suited to predict financial performance in the future. Ultimately, what is needed is a method of balancing the precision and soundness of financial metrics with the drivers of future financial performance (Niven, 2008).

The University of Alaska Fairbanks Police Department and the Balanced Scorecard

Since its inception in 1991 members of the University of Alaska Fairbanks (UAF) Police Department worked extremely hard to earn a reputation as a service oriented component of the University community. The UAF Police Department is a diverse department, with approximately twenty-five (25) staff and students, who have been tasked with enforcing State statute and University regulation on the grounds of the University. Pressure from the University’s administration in recent times have necessitated that the leadership of the department commit to a mission, and focus their limited resources efficiently in order to achieve mission effectiveness and value for the community.

One of the mechanisms entities like the UAF Police Department can utilize to remain focused upon the departmental mission and effectively deliver services is the

balanced scorecard. Since the early 1990's, the balanced scorecard has attracted considerable interest in the realms of practice and research. The United States Navy, the City of Charlotte, North Carolina, Apple Inc., and some sixty percent of Fortune 500 companies have embraced this performance measurement system (de Koning, 2004). Research interest in the balanced scorecard is reflected in performance measurement frameworks constituting one of the most significant developments in management control in recent times. The balanced scorecard has proven to be one of the more enduring business management ideas of the last twenty plus years (Hoque 2011).

This project addresses the unique facets associated with the design and implementation of the balanced scorecard in a campus based law enforcement agency. Recent efforts to attain levels of efficiency and effectiveness within a governmental organization have emphasized the importance of performance measurement systems. Very little is known about the application of the balanced scorecard within the policing field let alone in a campus law enforcement environment. This project looks to advance the knowledge and research regarding performance metrics in an department that regards the perception of public safety and ultimately enforcement activities upon a college campus in Alaska as fundamental principles. There have been numerous studies conducted on police performance, yet there is a failure on the part of administrators and the public alike to recognize the important contributions that police make to the quality of campus life.

This project begins by first describing the extent of the financial crisis that the State of Alaska and by extension the University of Alaska find itself in, as well as laying the initial foundation for the UAF Police Department's application of the balanced scorecard within chapter one. Chapter two contains the literature review to include sections devoted to the history of campus law enforcement and the basis for a campus law enforcement agency, some of the current indicators used in determining law enforcement effectiveness and efficiency, and a more robust description of the balanced scorecard and its application in law enforcement. Chapter three contains the purpose of the project. Chapter four contains the methods of the project. Chapter five contains the results, and chapter six contains the conclusion.

CHAPTER 2

Literature Review

The literature review covers begins with a description of the origins of police departments on university campuses. This section is followed by the justification for the placement of a police department upon a campus' grounds, and an initial description of some of the metrics that are associated with determining whether a police department is being operated in an effective and efficient manner. Several shortcomings are identified with the current methods of measuring efficiency and effectiveness, followed by an introduction to the basis of the balanced scorecard, and ultimately the initial efforts associated with the application of the balanced scorecard within several modern day law enforcement agencies.

Historical overview of campus law enforcement efforts.

In order to understand where campus law enforcement stands today, there needs to be some review of campus law enforcement's history. Yale University is believed to have been one of the first campuses to have formally introduced a police department to the academic environment. In 1894, the Yale University campus and the community of New Haven, Connecticut underwent a series of riots when it was believed that members of the Yale campus had been stealing recently buried bodies from a New Haven cemetery for medical studies. Two police officers from the New Haven Police Department, Officers Wiser and Donnelly volunteered for the assignment. These two officers possessed qualities that are still expected of officers on college campuses today; those

qualities were sound judgement, tact, and good common sense (Wiser 1914). Campus police departments have grown from these humble beginnings into their modern form. This growth has come, in a large part as a result of the changes in the campus communities themselves. Campus growth has mimicked the growth of mainstream society. With greater numbers of people attending colleges and universities, the need for increased service and protection arose. The campus population increase also resulted in higher numbers of calls for service on the department. These changes have brought increased responsibilities and challenges to campus police agencies. The fundamental role of the campus police officer began to differ from that of municipal police officers long ago. The campus officer ended up being charged with both law enforcement and public safety responsibilities, as well as having an additional function of security, covering areas such as access control, loss prevention and perimeter security.

A college campus or university is very much a community unto itself. Many of the challenges faced by a given municipality regarding crime, safety, and security are often represented on campuses to a lesser degree. In the early 1960's and 1970's, there was an increase in the number of large scale disturbances and domestic assaults on college campuses. If there happened to be a security department on campus, these small departments that were composed of non-sworn staff often proved ineffective in addressing the matter, occasionally this ineffectiveness would result in injury to a student and/or the officer. Campus security officers were often poorly trained, ill equipped, ineffectively led and unprepared to respond to many dangerous events.

There emerged a real need for campus safety, which in turn led to the creation of campus police departments across the nation. Laws were passed and regulations enacted that provided officers with the necessary statutory authority to perform their expanded roles. The University of Alaska Fairbanks police department received police authority through such a statute. Alaska Statute 14.40.043, states that officers of the department are charged with general police powers to enforce state and local laws in connection with offenses committed on property of the University of Alaska.

Officers of the UAF police department, like many officers at other campus police departments are required to attend a police academy, and the must successfully complete a field training program prior to receiving their certification from the Alaska Police Standards Council (A.P.S.C.). The Council is the equivalent of many states' Police Officer Standards and Training or (P.O.S.T.).

Over time, there have been many campuses that have chosen to have sworn police officers work in conjunction with students who are employed by the department. The UAF police department has chosen to make use of students in this capacity. Since the early 1970's, students at the UAF police department have acted to assist the full time staff in conducting day-to-day operations. The students' primary role is to protect the University's property by patrolling campus buildings and grounds.

Basis for Campus Police Departments

Establishing campus safety is among any university's fundamental obligations to its constituents. The perception of safety by an individual and the security of the

individual's property are widely viewed as basic human rights and are essential to an institution's overall quality of life. When the members of the campus community do not feel reasonably safe, other critical educational functions, matters of student and faculty recruitment and retention even, become that much more difficult to achieve. In short, a university's reputation for safety heavily influences its appeal as a place that is conducive to higher learning.

Much of services that are provided by campus police agencies can be reduced to the following functions:

- Prevent and control conduct that is deemed to be threatening to life or damaging to university property, including serious crimes.
- Aid crime victims and protect people in danger of harm.
- Protect constitutional guarantees, such as the right of free speech and assembly.
- Facilitate the safe movement of people and vehicles at the institution.
- Help those who cannot care for themselves, including the intoxicated, the addicted, the mentally ill, the physically disabled, the old, and the young.
- Resolve conflict between individuals, between groups, or between citizens to the extent possible.
- Identify problems that have the potential for becoming more serious if unresolved for individuals or the institution.

- Maintain a feeling of community well being and security.

More than any other traditional police force, the campus police officer is best positioned to devote an extra-ordinary amount of attention to the functions identified above. This is largely as a result of the of calls for service being relatively low in volume compared to a municipal police department, the extensive amount of crime prevention efforts on campus, and the fact that the jurisdiction is traditionally smaller in size than a municipality. That said, no department is an island, and typically campus law enforcement agencies maintain strong working relationships with local law enforcement and draw on their resources when needed. Examples of these resources might include mass arrests in the event of a protest, a coordinated drug operation on and off campus, or additional event security at a large athletic event on campus.

The modern day university can be diverse in both nationality and custom. The student body is typically composed of predominantly young people, between the ages of 18 and 22, who function within an academic environment. People in this age group are still actively involved in maturation, and when considering criminal behavior; they may not understand the consequences of their actions. Incidentally, people in this age group are also more susceptible to victimization, again because they lack maturity.

Campus police or university police are most often sworn members of law enforcement who are employed by a college or university to protect the campus and surrounding areas. Many campus police departments are staffed by full time and part time employees as well as student employees. The University of Alaska Fairbanks Police

Department employs both full time and part time employees as sworn officers, dispatchers, and support staff. The Department also happens to employ students in the capacity of dispatchers and Community Service Officers. The student dispatchers are frequently called upon to be non-emergency call takers, and the Community Service Officers primary role is to protect the University's property by patrolling campus buildings and grounds. Both the student dispatchers and the Community Service Officers serve to augment the full time staff members of the department.

University police departments are established to provide a rapid response to incidents on campus and to offer campus-specific services not necessarily available from local police departments. For many campuses, if there were no campus police the neighboring local agency would have to be considerably larger. Many large universities have a student population equal to or greater than the general population of the surrounding community. University police are frequently more familiar with the campus buildings and community, ultimately providing a better level of service to the campus community.

A given university police department's jurisdiction varies by location. Some university police have jurisdiction statewide; some have city wide or county wide jurisdiction. Some campus police departments' jurisdiction is limited to campus property, but may also include property and roadways adjacent to the campus. There are a few campus police departments that are large enough, that they maintain major operational units that are similar to their municipal counterparts. Ohio State University for example,

has their own Special Reaction Team (SRT) which is similar to what some people would refer to as a Special Weapons and Tactics or “S.W.A.T.” team. The more popular campus police programs include bicycle patrol programs, police canine teams, and investigative units.

University policing differs from other forms of policing in that there are generally two systems of justice at a given institution. University police often interact with the more traditional legal system of district attorneys, defense attorneys, and judges, but they also interact with an administrative component of university comprised of a judicial officer, the Director of Residence Life, and/or other university administrative officials. Operating within the two systems simultaneously can lead to some challenges. Most often clear violations of state statute result in the individual’s entrance into the legal system and situations that are a violation of policy or conduct code are addressed administratively. In instances where the violation of statute is severe, such as in the case of an alleged sexual assault, there are generally sanctions from both the legal system and the university judicial system placed upon the defendant. In cases where the offense is minor, the university judicial system’s punishment may be sufficient, and the matter may never result in a more formal adjudication. In this way, the university’s administrative judicial system can serve as a form of diversion, reducing the burden upon our already overburdened judicial system. Oftentimes, the sanctions imposed by the administrative judicial system are more certain than those of the legal system which has to contend with an overload of referred cases.

Early on, when it came to students who had perhaps committed a crime while on campus, many institutions made the decision to handle their “dirty laundry” internally. Actual crimes that occurred on campus were handled solely through the institution’s administrative judicial system. In the late 1980’s to the mid 1990’s, there was a proliferation of campus police departments. At the same time, it seemed as if there was a marked increase in the number of crimes being committed on campus; in all likelihood these offenses were now being referred off campus and the “harsh light of the justice system” was cast upon many of these matters that were once kept within the confines of the institutions’ walls.

The campus community is much like any other community; within both, there exists a certain number of persons that are willing to commit criminal acts. Campus communities experience almost every conceivable type of crime that exists in other communities to one degree or another, everything from minor theft to murder, to even some of the largest spree killing events to have ever been recorded (Wilson, C., & Wilson, S., 2011). Campus police are the agency charged with the initial response for most of these types of incidents. The campus police are not only responsible for responding to these events, they are also responsible for reporting certain types of these offenses to the campus community and the Department of Education initially as a result of what is known as the “Clery Act,” and later in response to components of the “Higher Education Opportunity Act.” These Federal mandates require all colleges and universities that participate in federal financial aid programs to maintain and disclose information about certain types of criminal offenses on and near campus. Failure to

comply with the act can result in fines of up to \$35,000 per violation. The Department of Education can also prohibit institutions from participating in federal student financial aid programs as a result of a violation of either of the educational acts identified above.

The Clery Act is named after Jeanne Clery, a 19-year-old Lehigh University freshman who was raped and murdered in her campus residence hall in 1986. It is widely believed that the parents of Jeanne Clery were unaware that there had been some thirty-eight violent crimes on the Lehigh campus in the three years preceding Jeanne's death. Awareness of the frequency and severity of criminal acts on campus and the ability of potential students and their parents to make an informed decision as to attend an institution based in part on this awareness was the intent behind the Clery Act (Carter, 2014).

This emphasis on crime reporting is designed to give students, potential students, parents, faculty, staff and others the necessary information to make informed decisions concerning their safety on campuses. Ironically, this same information is not generally available to someone moving into certain neighborhoods, buying homes or sending their children to public schools. Though universities are institutions of higher education, they also are businesses that market their product, education - in which students are the consumers. This can lead to some unique facets of campus policing. There exists the potential to pit the campus law enforcement executive against the university administrator, in as much as the university administrator markets the services of the university and needs to present the image that the campus is relatively safe and crime

free. The campus law enforcement executive must endeavor to reduce the occurrence of crimes on campus to the extent possible, but reports offenses on campus all the same. Reporting all legitimate offenses that are committed upon the grounds of the campus may be required under the Clery Act, but it does little to paint the campus as a safe crime free area.

One need only look at the events involving Pennsylvania State University in 2011, which drew attention to the relationship of the university's police department and the campus administration. In 1998, a matter first surfaced allegedly involving Gerald A. Sandusky a former defensive coordinator for the Penn State University Football Team and his inappropriate interaction with several minors. The matter was reported to both the Penn State administration and the Penn State Police Department. At the time in question, it is unclear if the University administration did anything with the information that they received. The Centre County District Attorney's Office reviewed the matter and declined prosecution. The Penn State Police closed the investigation after they learned that the District Attorney would not be pursuing criminal charges (Chappell, 2012). The incidents of Sandusky's alleged misconduct continued to occur over the course of the next ten years, with very few reports ever going outside the Penn State campus walls until the magnitude of the behavior could no longer be covered up.

Standard indicators of police department efficiency and effectiveness.

A traditional gauge of the police department's efficiency and effectiveness lies in a comparison with the local jurisdiction and with other jurisdictions that are of a similar

makeup. In the case of the University of Alaska Fairbanks Police Department, the comparison focused upon the 2013 calendar year. The statistics from this year are readily available, still viable, and appear to have all been captured and fully recorded by now. The comparison involved other institutions that are recognized as UAF's peer institutions. In a study in 2012, the University of Alaska Fairbanks Planning, Analysis and Institutional Research identified nineteen institutions as "peers" of UAF. Eleven of these are considered "equivalent peers." Equivalent peers are those institutions that roughly resemble the UAF campus of like size, mission, and organization. The following is the list of UAF's equivalent peer institutions:

- Idaho State University
- Montana State University
- New Mexico State University
- North Dakota State University - Fargo
- Oregon State University
- University of Idaho
- University of Maine
- University of Montana - Missoula
- University of Nevada - Reno
- University of Wyoming
- Utah State University

- University of Alaska Anchorage

For comparison's sake, the 2013 statistics were used for nearly all of the institutions listed above. Idaho State University, Oregon State University, and the University of Idaho do not report their offenses on campus to the F.B.I. for inclusion in the Uniform Crime Report and as a result they were not included within the comparison. The data for the University of Alaska Anchorage is included, even though this institution isn't considered an equivalent peer institution for UAF. The University of Alaska Anchorage data is included because it is a sister institution, one of three major academic units within the University of Alaska system.

For the 2013 calendar year, the institutions that were analyzed maintained a campus student population of between roughly 8000, and 16,000 students. (See figure 2.1.)

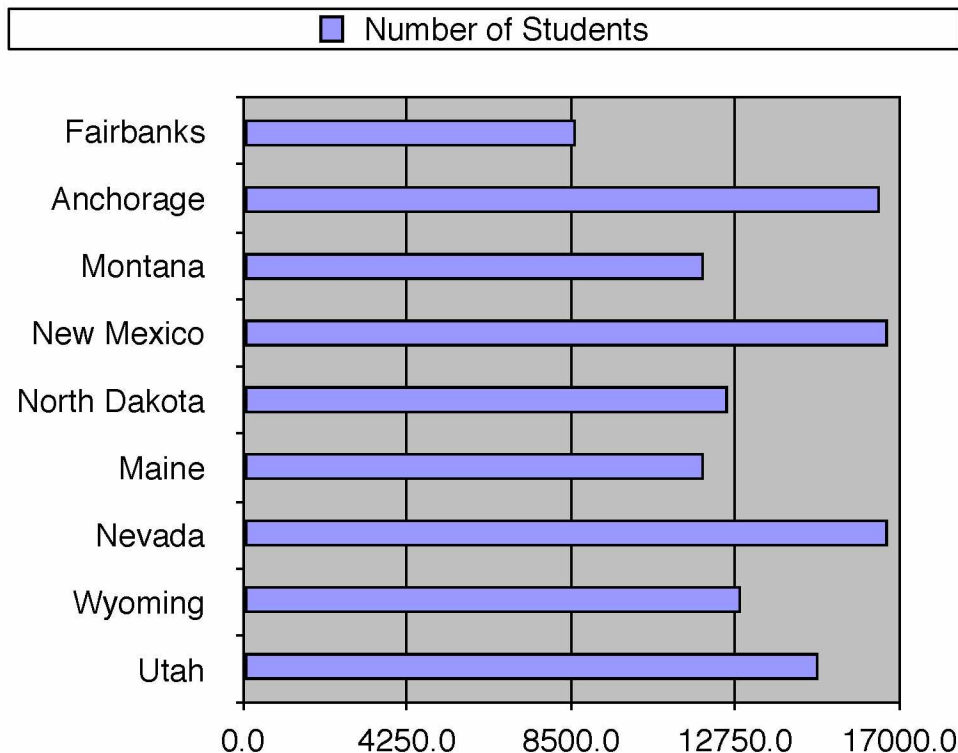


Figure 2.1

During the same time period, each of the campuses maintained a police department that varied in size from ten to twenty three sworn members. The officer to one thousand student ratio ranged from 0.8 to 2.3 officers to one thousand students for the given group of institutions. The national average for four year public institutions with a dedicated campus police department is 2.4 officers for every one thousand students (Reaves, 2015). With regard to non-campus police agencies (municipal agencies), the national average is roughly 2.51 sworn police officers per one thousand citizens. Such ratios are not universal. On the east coast of the United States, the officer to citizen ratio is closer to 4 officers to one thousand citizens, whereas in some California cities, the ratio dwindles to one officer per one thousand citizens. The mid-United States which is a large geographical area, while lightly populated, maintains a ratio of two officers per one thousand citizens. (See figure 2.2.)

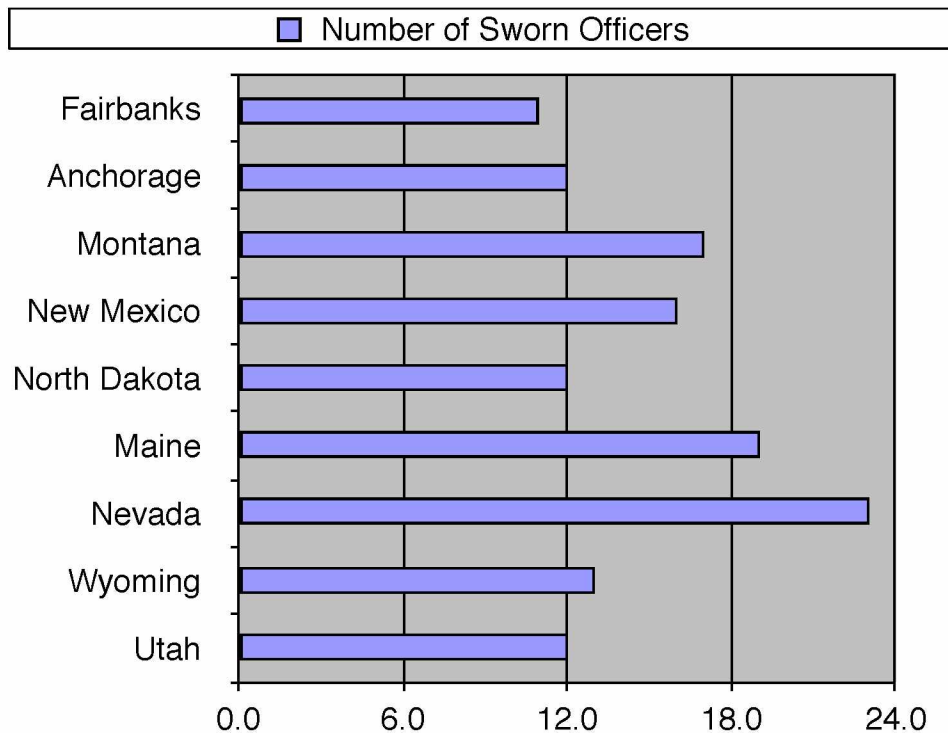


Figure 2.2

For each of the institutions that were identified, the violent crimes that were known to the appropriate law enforcement agencies were compiled. Violent crimes include the following offenses: murder, rape, robbery and assault. Assaults and rapes account for a majority of these reported offenses. (See figure 2.3.)

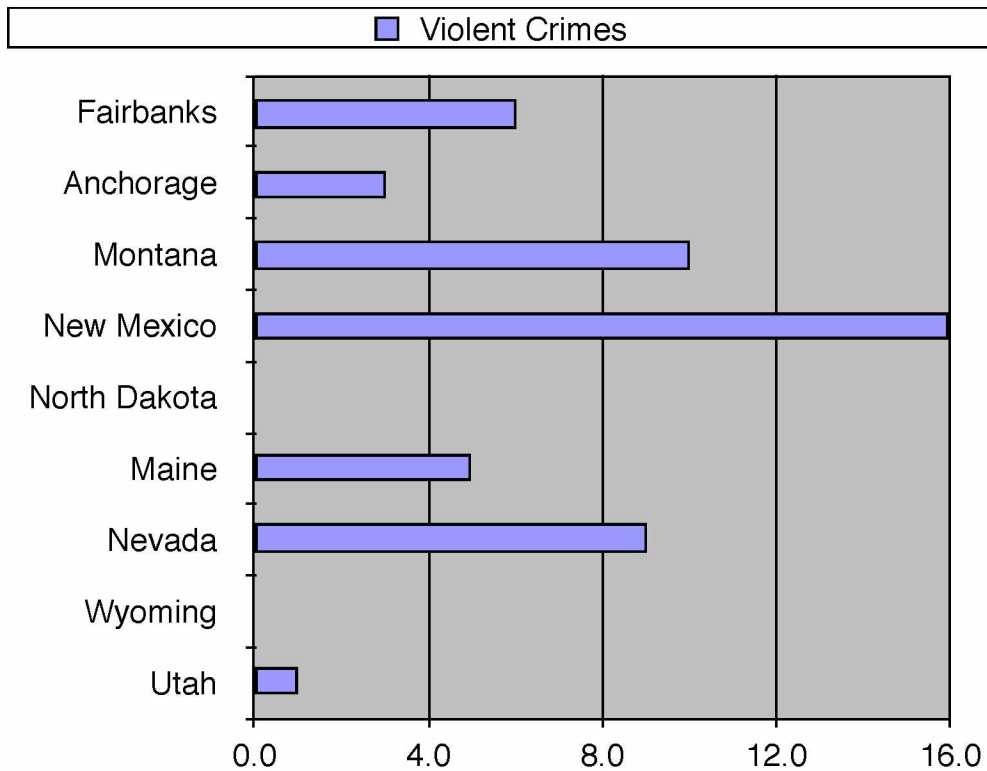


Figure 2.3

For each of the institutions that was identified, the property crimes that were known to the appropriate law enforcement agencies were compiled. Property crimes include the following offenses: burglary, larceny, motor vehicle theft, and arson. Thefts and burglaries account for the majority of these reported offenses. Most of the offenses that were reported by campus law enforcement agencies were property offenses. (See figure 2.4.)

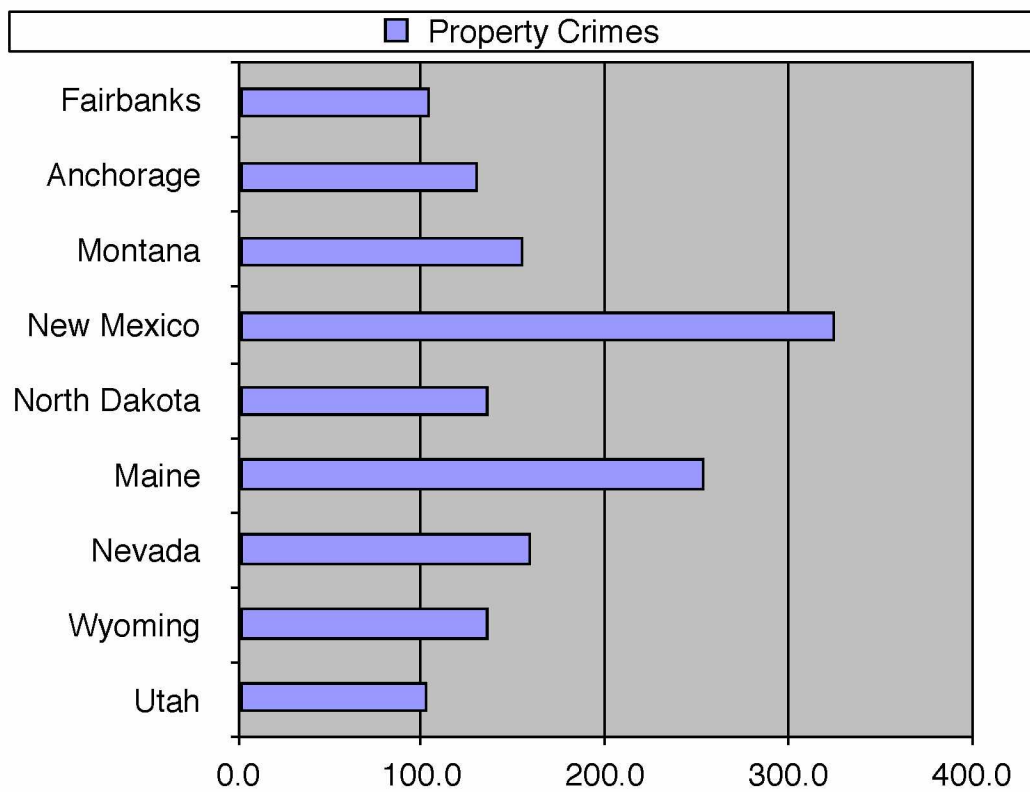


Figure 2.4

Under the Clery Act, institutions are required to report arrests that stem from liquor law violations and drug law violations. These numbers are reported to, and maintained by the Department of Education. The 2013 calendar year for these arrests is represented below. (See figure 2.5.)

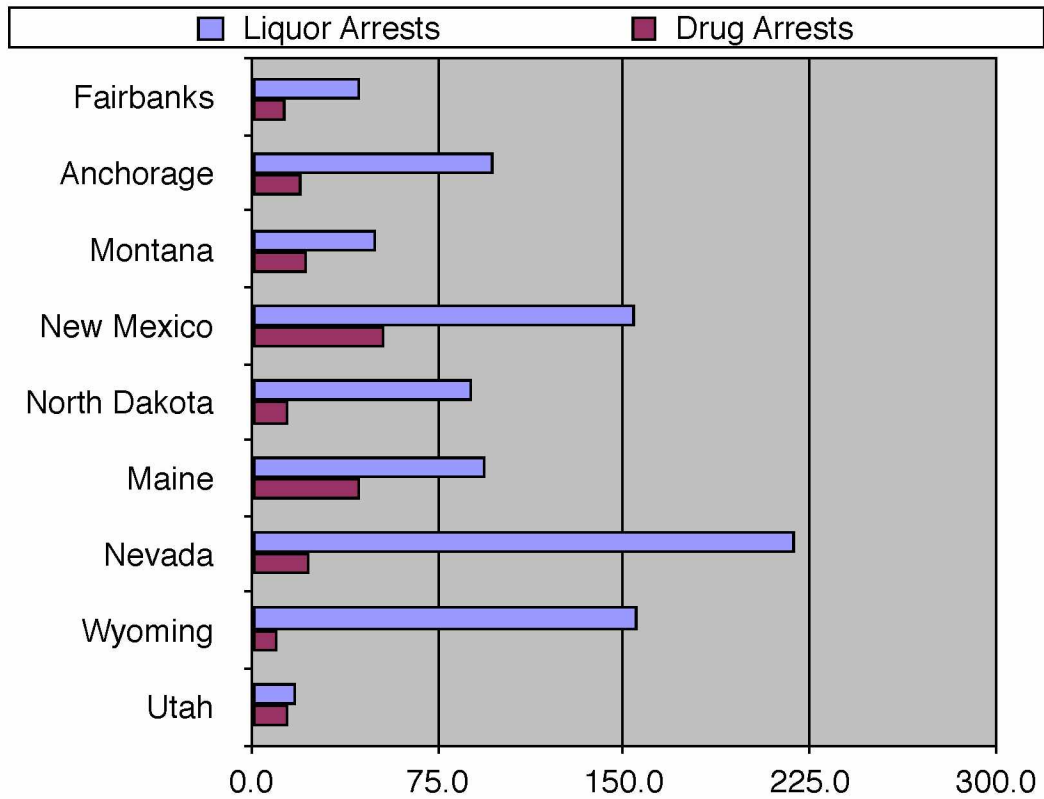


Figure 2.5

A 2013 comparison between the University of Alaska Fairbanks campus and the City of Fairbanks, the closest municipal police department geographically of both violent crimes and property crimes generated the following findings:

The population of the City of Fairbanks according to 2008 Census Bureau estimates, was 35,132. That said, the issue of thefts appears to be prevalent for both UAF and the City of Fairbanks. (See figure 2.6.)

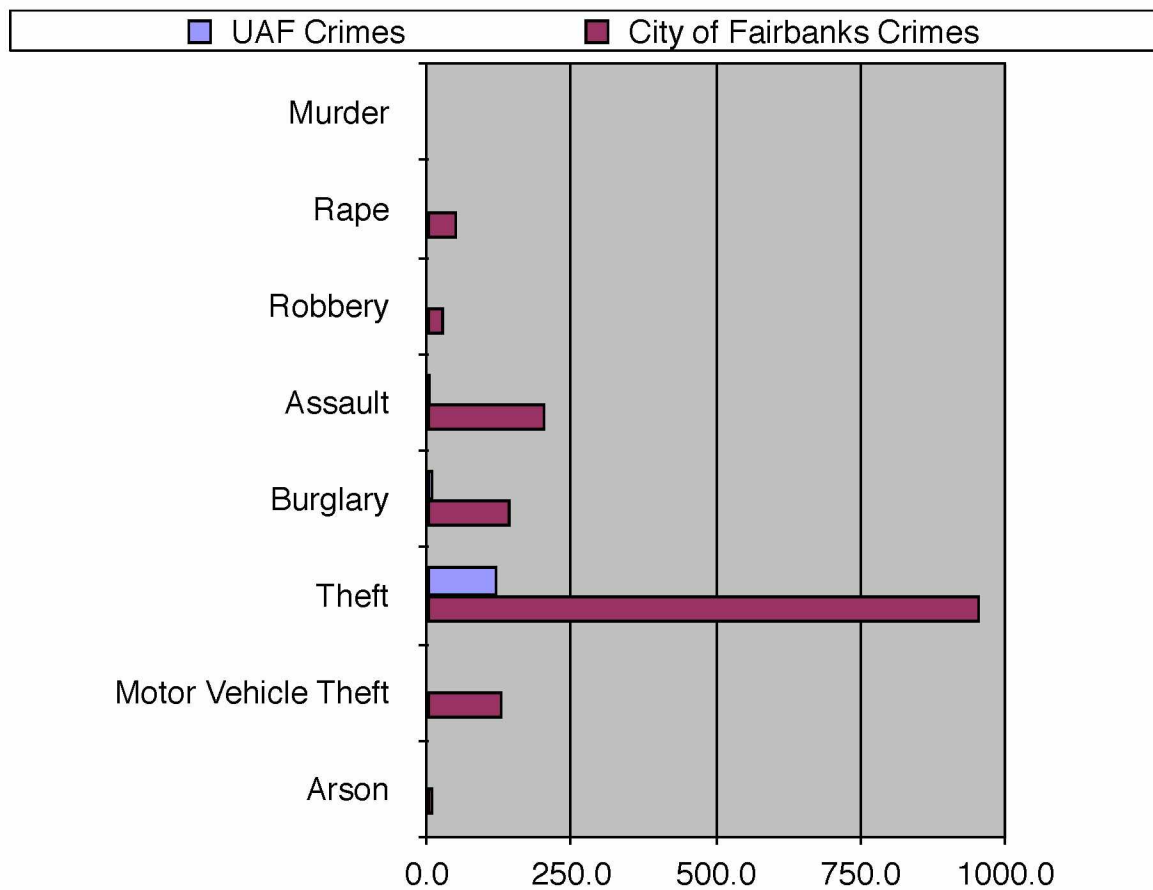


Figure 2.6

The problem with measuring police efficiency and effectiveness “like we always have.”

The comparisons above do little to describe the efficiency and effectiveness of a law enforcement agency. The metrics provide little in the way of direction and true comparison. There is little-to-no guidance derived from these metrics and nothing that could be interpreted as a strategy.

Much of the literature regarding police performance indicates that the measurement of these metrics is easy, yet interpreting their results, and determining effectiveness and efficiency is challenging for several reasons. To begin with, “police performance” is ambiguous; police departments perform a wide range of tasks, and they may perform certain tasks better than others. Members of a given police department are required to employ fundamental levels of justice and fairness, this means that the very mechanism of performing “police work” is an important aspect of a given police department’s performance (Langworthy, 1999).

A second factor that complicates “police department performance” is that the police have been charged with carrying out a complicated set of tasks. In order for a police department to function efficiently and effectively, the metrics of performance should be based upon a clear understanding of what the department *actually* accomplishes, what functions the community constituents *expect* the department to perform, and what the department *attempts* to accomplish. Performance measures should

adhere to what police departments do and what they intend to do. Any incongruities limit how useful the metric is in reality.

These factors contribute to some difficulty when it comes to measuring difficulty in determining police department effectiveness and efficiency. If for example, the incidence of the crimes identified in the figures above are to be treated as the determination of police effectiveness and efficiency, then there exists the potential of crime reduction by the police through the application of unjust methods of enforcement, and it ignores the fact that police in general, and the police in particular within a university setting provide many services that simply are not directly related to combatting serious crime. Police department efficiency and effectiveness needs to be based upon metrics that account for what police do (yield), how it is done (procedure), and what is accomplished (results).

The over reliance upon metrics such as crime rates, crime clearances, arrests, and response times limits a given police department's ability to learn and improve. These indicators do not promote organizational development and police accountability. As a result, there is a gradual movement by law enforcement organizations towards aligning metrics with strategy to better gauge organizational effectiveness and efficiency. It's in this alignment of perspectives, objectives, and metrics with departmental strategy that the balanced scorecard comes into its own.

Introduction to the Balanced Scorecard

In the United States, the use of municipal indicators can be traced to the balanced scorecard approach developed and popularized in the Harvard Business Review by Drs. Robert S. Kaplan and David P. Norton (Kaplan and Norton, 1992). Balanced scorecards were designed to permit managers to quickly assess the status of their business by making available a broad range of indicators to include finances, customer satisfaction, and other aspects of business performance. The concept allows managers to analyze their organizations from several distinct vantage points, including the customer perspective, the internal business processes perspective, the innovation and learning perspective, and the shareholder perspective.

Early on, Kaplan and Norton advocated a “balanced scorecard” as a top-down management system. The system would translate an organization’s mission and existing business strategy into a limited number of specific strategic objectives that could be linked and measured operationally. Specific objectives would correlate to cause and effect relationships derived from the strategy, these would be measured, and communicated to the staff for implementation. Many public, private, and nonprofit organizations have adopted the scorecard as part of their strategic management approach.

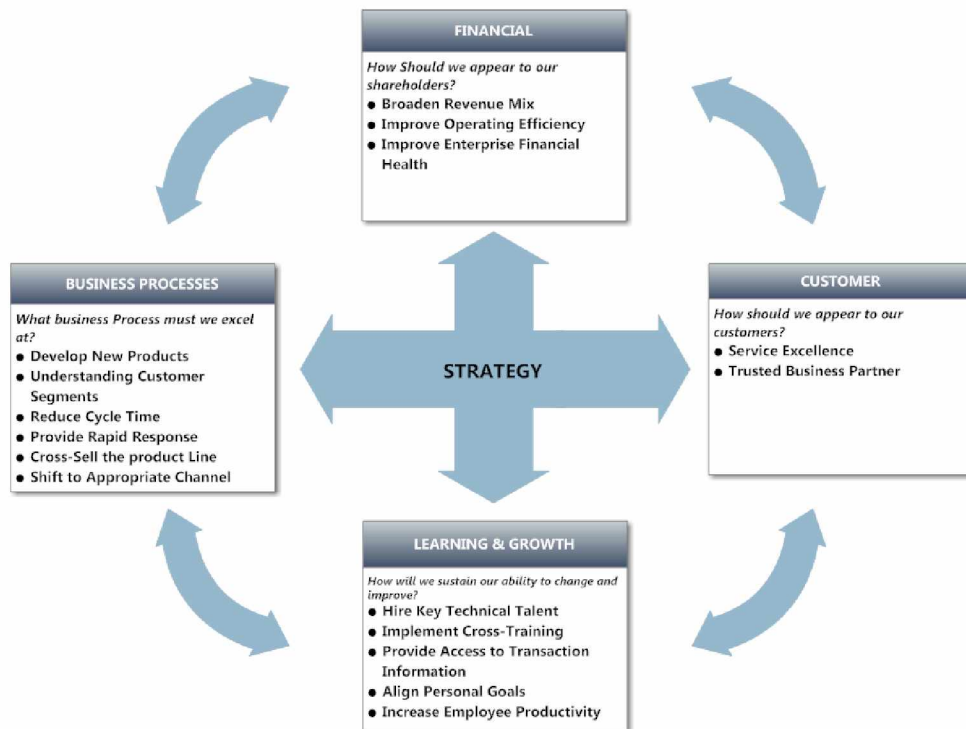
A balanced scorecard was envisioned as a way to clarify and translate vision and strategy, communicate and link strategic objectives and measures, plan, set targets, align initiatives, and enhance employee development and learning.

The more traditional balanced scorecard commonly found in the private sector as opposed to the balanced scorecard envisioned for the UAF police department utilizes four strategic perspectives, complementary but distinct lenses for looking at organizational strategy and performance. These include:

- The *financial perspective* which looks to portray how the organization should appear to shareholders. The goal of a private sector organization is financial success. This perspective indicates if the business is improving the “bottom line.” Financial objectives reflect economic consequences of actions already taken in the other perspectives (Niven, 2008).
- The *customer perspective* which asks how an organization should appear to customers to achieve the organization’s vision; and in doing so, understanding what customers truly value. The balanced scorecard focuses on customer concerns primarily in categories of: time, quality, service, and cost (Niven, 2008).
- The *internal business processes perspective* that asks what business processes the organization should excel at to satisfy shareholders and customers. This perspective measures the internal business processes, core competencies, and technologies that would satisfy customer needs (Niven, 2008).

- Finally, the employee *learning and growth perspective* seeks to determine how the organization sustains its ability to adapt and improve so as to achieve the organization's vision. The learning and growth perspective identifies the organization's infrastructure needed to support the other perspectives' objectives. This perspective measures a company's ability to innovate, improve, and learn, such as the ability to launch new products (Niven, 2008).

In the private sector, the balanced scorecard is often depicted with the four perspectives centered around a graphic reflecting “strategy,” and ultimately linked to the organization’s mission. (See figure 2.7.)



Adapted from the Balanced Scorecard by Robert S. Kaplan and Dave P. Norton. Harvard Business School Press, 1996.

Figure 2.7

According to Kaplan, Norton, and others, the balanced scorecard's success lies in its ability to clearly associate cause-and-effect relationships across the four perspectives, creating a *balance* among the different measures of performance drivers and results, and communicating strategy complete with processes and systems necessary to implement that strategy. The mapping of the organization's strategy affords clarity of the cause-and-effect relationship by which initiatives and resources both the tangible and intangible varieties.

Many of those organizations that adopted the balanced scorecard early on were quick to discover that simply constructing the scorecard, penciling in initiatives and capturing metrics without understanding the connections between the various perspectives and the organization's vision and mission only leads to organizational disfunction and failure. The efficacy of the balanced scorecard lies in the organization's systematically and logically linking across the perspectives to create value. The initiatives and resources must demonstrate how the desired outcomes will be achieved through the initiatives in the individual perspectives (Kaplan and Norton, 1992).

The balanced scorecard in the public sector.

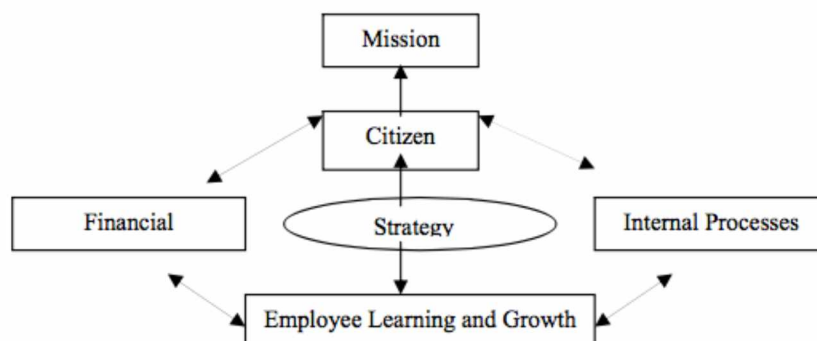
With the prominence of the balanced scorecard in the private sector, it wasn't long before organizations in the public sector began to implement the balanced scorecard. Public sector agencies are able to benefit from the balanced scorecard methodology as a way to link specific operational tasks and objectives to the overall organizational long

term strategic goals. Organizations within the public sector found that even with unique characteristics not found in the private sector, they were able to easily adapt and implement the balanced scorecard as a performance management tool.

There have been noted successes of public sector organizations who have acted to implemented the balanced scorecard method as a strategic tool. In order to achieve success, organizations had to move from the old method of measuring performance, with a requisite concentration on goals and projects, but not strategy, to a new theme, which is based on strategy and objectives.

Organizations who operate in the public sector have always had to contend with resource constraints. As a result, they have had to seek a different approach to measuring value than has been practical in the private sector's corporate manufacturing environment.

The typical balanced scorecard in the public sector tends to emphasize the customer, internal processes, employee learning and growth perspectives, while the financial perspective remains linked from the side of the scorecard. (See figure 2.8.)



Source: Adapted of Niven (2003: 32).

Figure 2.8

Evaluating various police departments' use of the balanced scorecard

Within the last decade, there has been a increasing interest in enhancing effectiveness and efficiency in the public sector, in turn generating considerable investment in the deployment of performance metrics in these settings. Though there exists some evidence that provides insight into the specifics of performance frameworks in public sector organizations, little is known about the measurement of organizational performance in police work. Some national police organizations such as the Royal Canadian Mounted Police, the Swedish Police, and the Portuguese Police have undertaken significant steps to adopt the balanced scorecard in efforts to enhance their departments' respective efficiency and effectiveness. These large departments have actively chosen to emphasize the importance of accountability to their constituents both as customers of policing services and as owners or investors in the police "enterprise." The literature associated with the implementation of the balanced scorecard within these national police organizations indicates that these departments have acknowledged the value associated with enhancing the quality of life aside from simply making arrests,

Salvador Carmona and Anders Grönlund's "Measures vs. Actions: The Balanced Scorecard in Swedish Law Enforcement," M. Wisniewski and A. Dickson's "Measuring Performance in Dumfries and Galloway Constabulary with the Balanced Scorecard," and Lauren Johnson's "Royal Canadian Mounted Police: A Balanced Scorecard Hall of Fame Profile" all detail the application of the balanced scorecard to respective police

departments. The existing literature appears to describe “scorecards,” as opposed to the balanced scorecard, in that they measure performance in different areas, but these are not “balanced scorecards” in that they don’t reflect the agencies strategy within the various metrics. These are national law enforcement agencies, and inside any one of these agencies, there exists the opportunity to employ the balanced scorecard within a small operational unit, i.e. a narcotics unit with a metropolitan area in Sweden. The application of the balanced scorecard in a large organization result in a generic, diluted, and ineffective product. In addition, there lacks a clear connection between the perspectives and the vision and mission of the various departments. These are large organizations, made up of departments with different missions, and as such, the scorecards that were created reflect an overall general strategy for the department, and not the level of granularity necessary for the department members to identify just how their own actions, and how the various staff members actions are linked to the department’s mission.

Large departments are most certainly capable of committing to a mission and developing a strategy, but the few articles that described the application of the balanced scorecard to a modern day law enforcement agency failed to depict a *true* balanced scorecard.

This project’s focus will be to apply the balanced scorecard in the University of Alaska Fairbanks Police Department setting, and do so in such a manner, that the various department members are capable of visualizing how their efforts correspond to the department’s vision, and the accomplishment of the established department mission.

CHAPTER 3

Purpose

While the balanced scorecard has been applied to both the private sector and the public sector, it is within the public sector that the potential to improve management and operations is greatest. As indicated earlier in this project, while the financial perspective may serve to provide a clear objective for profit seeking entities; this perspective serves as more of a limitation for the public sector organization. While public sector organizations have to monitor their spending and comply with budgets, their success cannot be measured by how closely they match spending to budgeted amounts or even by how they restrain spending so that actual expenses fall below budgeted amounts. To better illustrate this point, knowing that expenses for an department came within 1% of budgeted amounts says nothing about whether the department delivered outstanding services to the community, or operated either effectively and efficiently during the given period. Similarly, reducing expenses by 10% of the budget is not a success story if the mission and the community served by the agency have been severely impacted by the reduction in services. Public sector organizations like police departments should measure their success by how effectively and efficiently they meet the needs of their community. There needs to be some indication that the necessary cuts are appropriate, and that there is some consideration made for long term benefit and strategy.

Financial considerations can play an enabling or constraining role but should rarely be the primary objective. The benefit of the balanced scorecard lies in the

department's ability to conduct strategic planning as a result of adopting this management system. Strategic planning is a management activity that aides in allocating resources, strengthening operations, establishing organizational priorities, and making certain that employees of an organization are working toward common goals. Strategic planning produces fundamental decisions and actions that shape and guide exactly what a department is, who it serves, what it does, and why it does it, all with a focus on the future. Effective strategic planning articulates not only where a department is going and the actions needed to make progress, but also how it will know if it has achieved identified goals.

The purpose of this project is to explore how the balanced scorecard tool can be used in at least one case to align performance indicators with goals and strategies.

CHAPTER 4

Methods

The methodology for the implementation of the balanced scorecard at the University Police Department began with an analysis of the department's strengths, weaknesses, opportunities, and threats, known as a S.W.O.T. analysis. With the S.W.O.T. analysis complete, a meeting with the Chief of Police was conducted in order to better understand the Chief's existing vision and mission for the department. During the discussion of the vision and mission, an examination of the UAF Police Department was conducted to determine the current state of the department. The process of creating the actual balanced scorecard could now begin.

Strategic objectives were identified and documented so as to develop a "map" of the department's strategy. The strategy map allowed for a description of those tasks that the department must accomplish in order achieve success. This step is akin to the creation of an overall game-plan, a mechanism that allows for the leadership of the department to plan the way forward. As the organization refines its strategy or direction, the strategy map becomes the tool to capture and communicate those changes.

Utilizing the strategy map, success indicators were identified for the department's performance. The goal of using success indicators was to allow for a breadth of scorecard coverage with as few indicators as possible. The selection of success indicators follows the creation of the strategy map so as to avoid the tendency of adjusting the department's strategy simply because there may exist a lack of obvious indicators.

The last step within the process involved the establishment of linkages between the balanced scorecard and the performance of small unit teams and individuals. In this way, accountability for each supporting process and project within the department can be linked to each strategic objective. These linkages within the strategy map indicate cause and effect over time.

CHAPTER 5

Results

The initial step in the creation of the balanced scorecard process involved an interview with the Chief of the UAF Police Department. In this discussion, an analysis of the Department's strengths, weaknesses, opportunities, and threats (S.W.O.T.) was conducted. The analysis of the S.W.O.T. is depicted below. (See figure 5.1.)

Strengths S <ul style="list-style-type: none">• The department's size allows for flexibility• The experience and stability of our work force• Good community support• Utilization of specialized assignments and advanced training provides opportunities for individual and agency growth and development	Weaknesses W <ul style="list-style-type: none">• No performance metrics currently• Potential loss of large number of senior officers due to retirement within next 5 years• Police headquarters old, out-dated, lacks adequate space and is not secure• Staffing levels• Inadequate training budget (most of the training budget buys ammunition for mandated firearms training)
Opportunities O <ul style="list-style-type: none">• Educate members of the community• Newly hired officers would come in at reduced rate of pay, and open minded to performance metrics• Development of an internal leadership and management program aimed at developing current and future leaders.• New leadership• Programs that will provide community outreach and build new relationships• Enhanced partnerships with other University departments and the community• Leveraging other community partners/ resources private and public, non-profit for greater problem solving	Threats T <ul style="list-style-type: none">• Declining State support for the institution/department• Slow economic recovery / increasing budget costs• Increased reliance on technology• Staffing has not kept pace with increased workload (How many officers average in the 90's and 00's, and '10's, and 9 officers in 2015) call load has done what during this period.

Figure 5.1

Based upon the S.W.O.T analysis the mission and vision were rewritten. Both the mission and the vision statements were generic in nature. The old mission and vision failed to communicate to the staff the strategy for the Department. The former mission statement read: *“To engage the University of Alaska Fairbanks community in a proactive and reactive manner to educate and equip or citizens in promoting a culture of safety on all our University of Alaska Fairbanks Campuses.”* The former vision statement read: *“The University of Alaska Fairbanks Police Department is committed to achieving the highest standards of professional ethics, performance and excellence. We are dedicated to the principles of community policing and to becoming one of the most progressive, innovative and professional police departments in the nation.”*

The new mission and vision statements that were created for the UAF police department are listed below (See figure 5.2).

Mission

To serve and educate the UAF community in order to reduce the incidence and effects of crime, detect and apprehend offenders, maintain law and order and enhance public safety.

Based upon the mission statement that was generated above, the department’s vision became one where:

Vision

The vision of the UAF police department is to be Alaska’s model campus police department through the selection of and development of the highest caliber peace officers and by providing innovative educational police services; allowing students, staff and faculty to be productive members of society.

Figure 5.2

With the mission and vision statements established, the process of developing the balanced scorecard could begin. The balanced scorecard for the UAF Police Department has four key perspectives. They are:

- Community Perspective,
- Internal Processes Perspective,
- Learning and Growth Perspective, and
- Financial Perspective.

All of the perspectives listed above provide a way to lend clarity to the organization through different viewpoints, otherwise known as *perspectives*. Within the UAF Police Department's balanced scorecard, the "Community Perspective" seeks to capture how the various constituents of the campus community perceive the department. In constructing the Community Perspective, thought was given to answering questions like, "When we think of the UAF community, just who are we talking about?", and "What does the community expect from us, the police?"

The "Internal Processes Perspective" serves to identify those operations that the department will need to perform in an exemplary fashion, so as to be of worth to the UAF community. Consideration needs to be given to what functions the department must perform in order to best satisfy the needs of the UAF community and to meet the Department's mission.

The “Learning and Growth Perspective” compliments the community and internal processes perspectives. It’s the learning and growth of the department’s staff that serve as catalysts for advancement in the community and internal processes perspectives. When identifying the objectives for this perspective, extensive thought was put into those skills and abilities that the various department members had to learn in order to improve and innovate within the department.

Finally, the “Financial Perspective” addresses just how the University views the UAF Police Department as stewards of the funding that the department is allotted. It’s within the financial perspective that the determination is made as to which financial goals are desired from the University’s viewpoint.

The perspectives, complete with their linkages form the basis of the balanced scorecard for the University of Alaska Fairbanks Police Department. (See figure 5.3.)

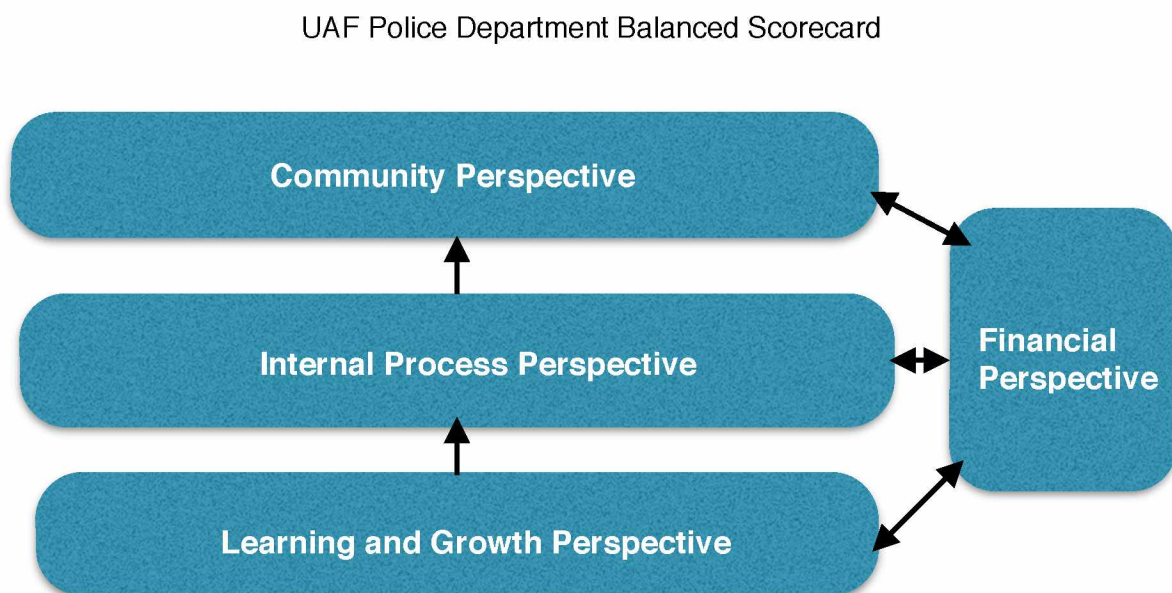
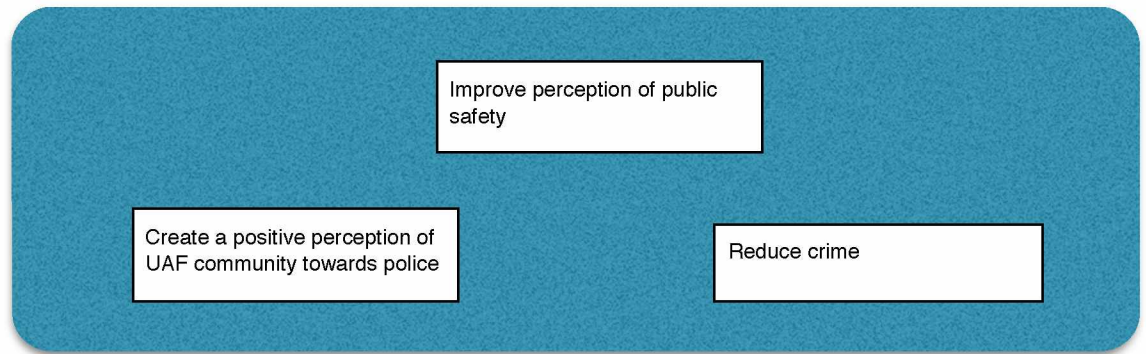


Figure 5.3

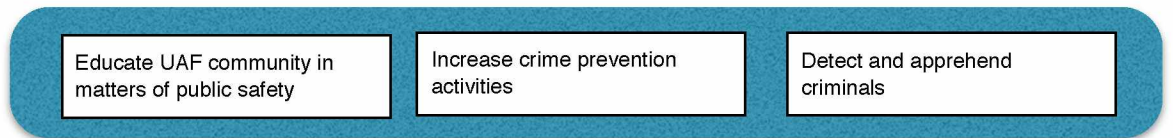
Within each perspective, *objectives* were established. Objectives are simply the particular strategy that is to be accomplished for a given perspective. Within the Community Perspective, the objectives included “Improve perception of public safety,” “Create a positive perception of the UAF community towards police,” and “Reduce crime.” Within the Internal Processes Perspective, the objectives were “Educate the UAF community in matters of public safety,” “Increase crime prevention activities,” and “Detect and apprehend criminals.” Objectives of the Learning Perspective included “Leverage technology,” “Maintain a positive employee climate,” and “Improve employees’ capabilities.” Finally, the objectives of the Financial Perspective were “Maximize the benefit cost ratio,” and to “Seek additional funding sources.”

The various perspectives along with their respective objectives are illustrated below. (See figure 5.4.)

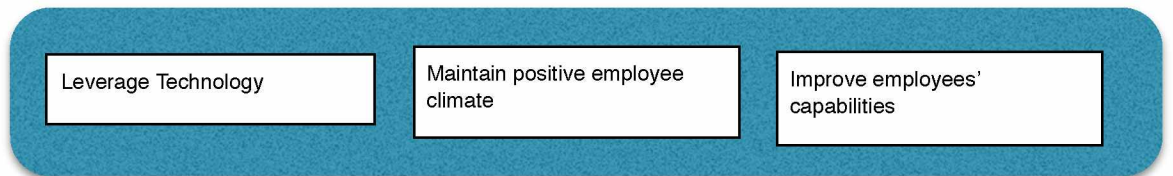
**Community
Perspective**



**Internal Process
Perspective**



**Learning and
Growth
Perspective**



**Financial
Perspective**

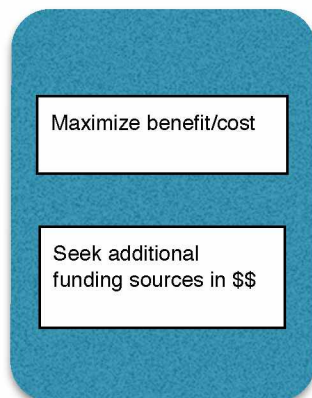


Figure 5.4

With the perspectives and objectives identified, the next step in the creation of the UAF Police Department's balanced scorecard was the establishment of metrics for each of the objectives.

With regard to the Community Perspective, its was established that a survey would be utilized to determine the effectiveness of the department's efforts to improve upon the UAF communities perception public safety on campus. In addition, a record of departmental compliments and complaints would be established (Currently the department only tracks complaints.), and a ratio of the compliments to complaints would be used as one metric of the police department's performance. In an effort to further create a positive perception of the UAF police, the department would look to track the total number of documented acts of public service. Finally, in an effort to establish if there had been reduction of crime on campus, the department would take the number of Uniform Crime Report offenses that it already records, and create a ratio of the Uniform Crime Report offenses to the total number of offenses committed on campus. (See figure 5.5.)

Community Perspective

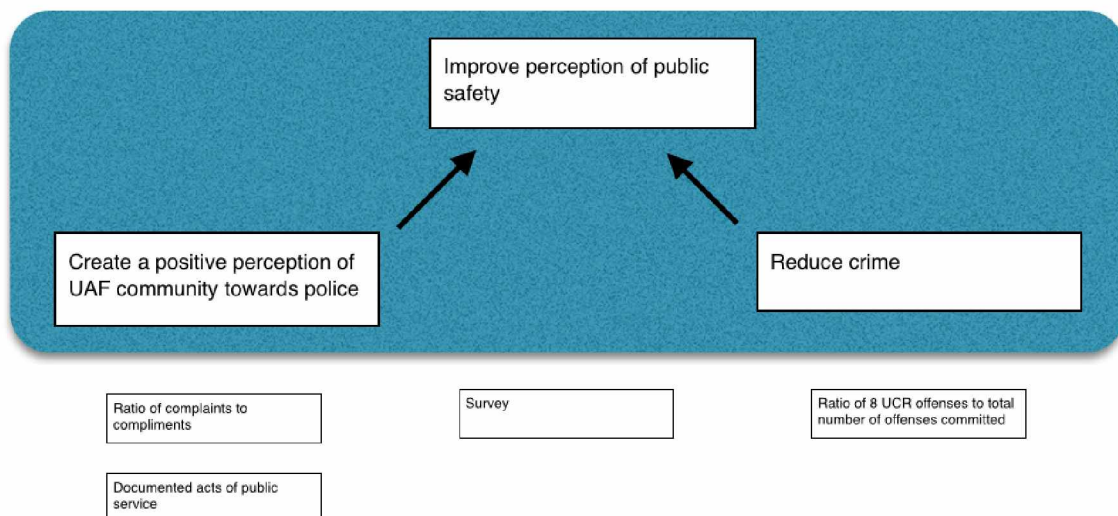


Figure 5.5

The metrics associated with the Internal Process Perspective include documenting so called “teachable moments.” Teachable moments are opportunities that allow for imparting information upon members of the community. Teachable moments might be informal in nature, such as during a traffic stop where an officer takes a moment to explain the benefit of properly maintaining a motor vehicle’s lights, or they may be more formal in nature, as in the case of a planned lecture regarding the use of alcohol and narcotics to a group of incoming freshman. Another metric associated with the internal process perspective would be the number of documented patrols and crime prevention events. Finally, in an effort to detect and apprehend criminals, the department will track the number of covert investigations that it participates in as well as the traditional metric of the number of arrests made and citations issued. (See figure 5.6.)

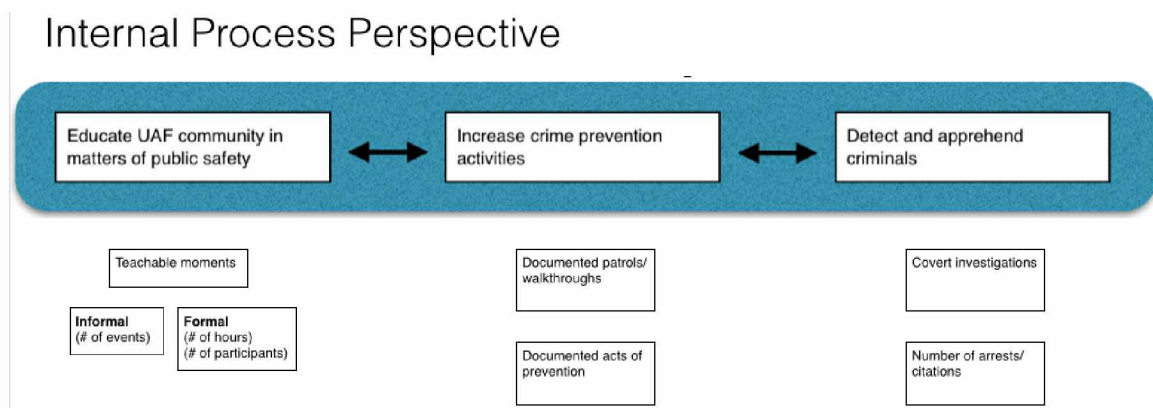


Figure 5.6

Within the Learning and Growth Perspective, the leverage technology objective includes documenting the number of incidents where some technological aspect was used to assist in an investigation, as well as the number of various technologies reviewed by department members. In an effort to gauge whether or not the department is maintaining a positive employee climate, both the rate of employee turnover and the number of hours that employees use their sick leave will be tracked. In an effort to improve the employees' capabilities, the number of hours each employee spends involved in training will be tracked, as well as the number of department members who are certified to serve as instructors in various subjects. (See figure 5.7.)

Learning and Growth Perspective

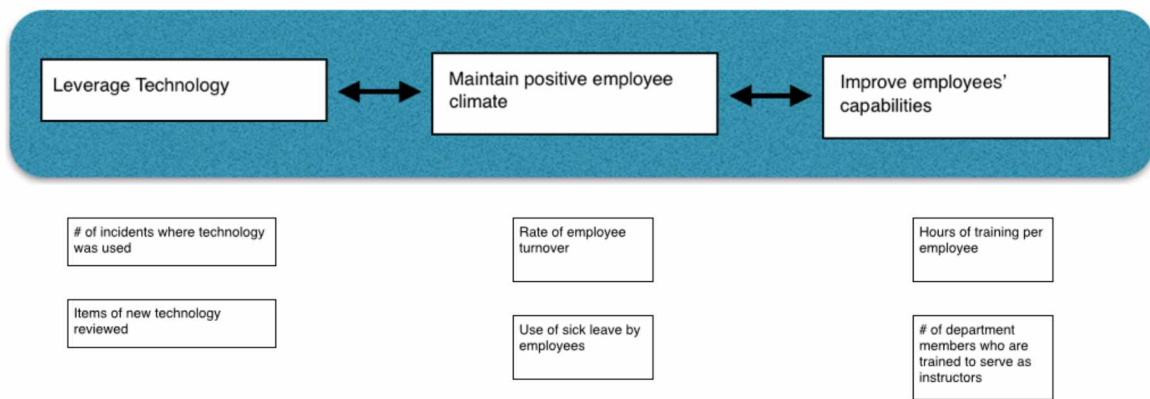


Figure 5.7

Lastly, within the Financial Perspective, the metric associated with the objective of maximizing the benefit to cost ratio includes the amount of money retained in cost saving initiatives. The metrics associated with the objective of seeking additional

funding sources include the number of sources identified in addition to the number of dollars that were received. (See figure 5.8.)

Financial Perspective

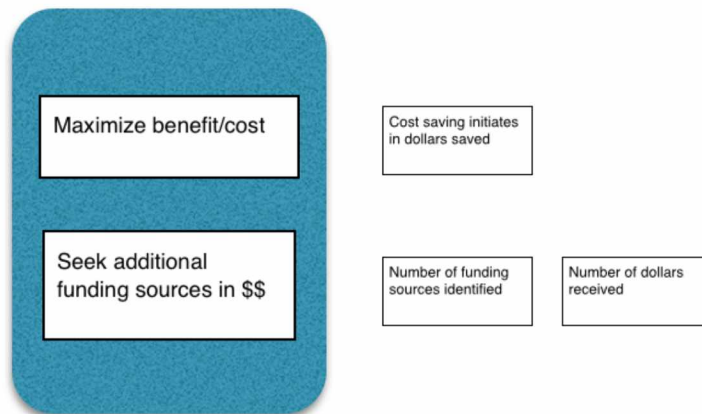


Figure 5.8

With the perspectives, the objectives, and the metrics for each objective identified, the last step in the development of the balanced scorecard was to establish the linkages between the various perspectives and objectives. The linkages between the perspectives and objectives create something of a chain of cause-and-effect relationships. For example, improvements in the area of learning and growth may in turn cause improvements in the internal processes, which in turn cause improvements in community member satisfaction. In the case of the UAF Police Department's balanced scorecard, improvements in the employees' capabilities may lead to an increase in the detection and apprehension of criminals, and subsequently a reduction in the crime on campus and an improved perception by the community of safety on campus. The various linkages are illustrated below. (See figure 5.9.)

UAF Police Department Balanced Scorecard

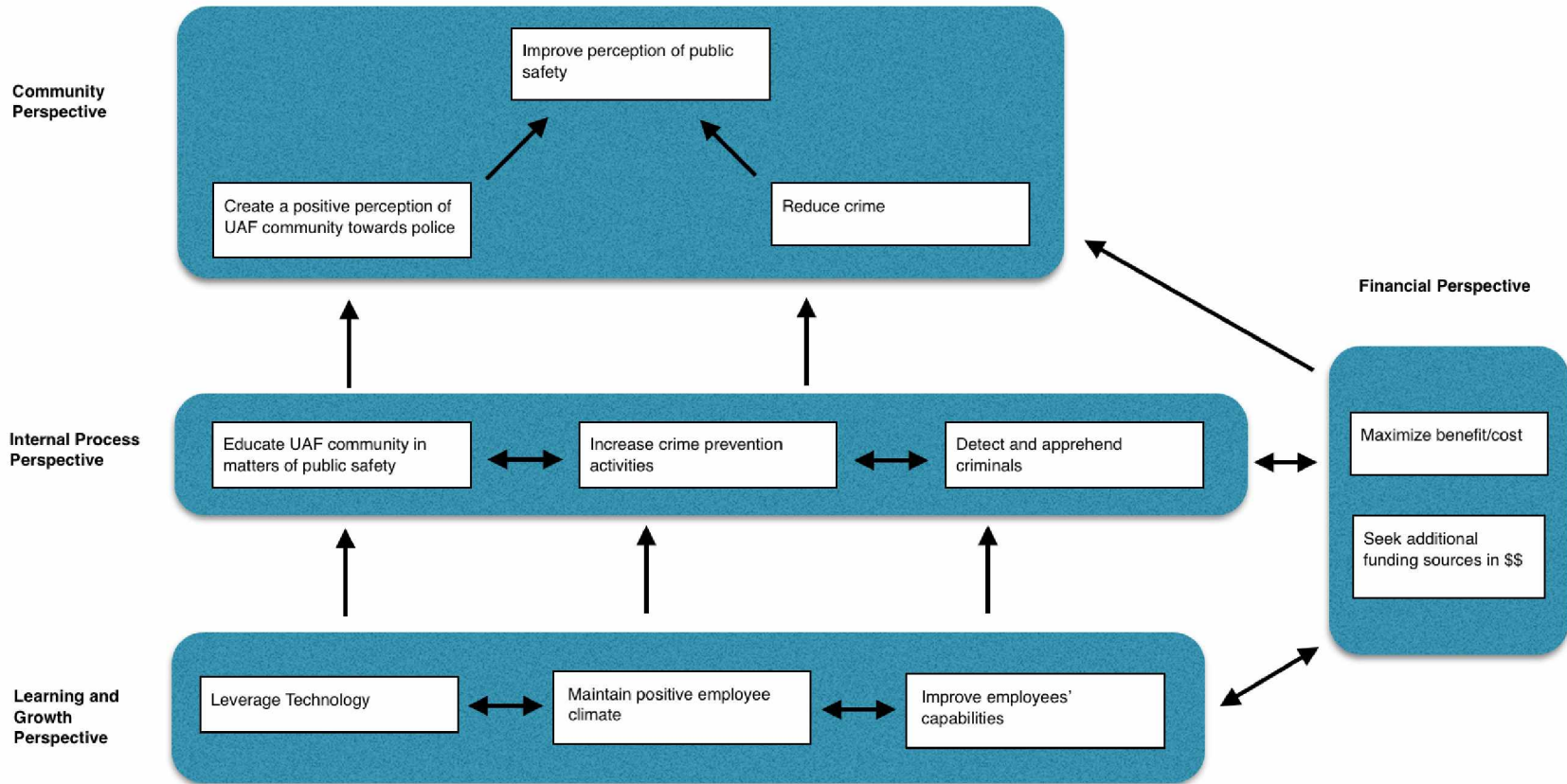


Figure 5.9

CHAPTER 6

Conclusion

The framework of the balanced scorecard has been implemented and utilized effectively for years in a large number of for-profit organizations. More recently, the model has been effectively utilized in nonprofit organizations as well. This project created a balanced scorecard that could be implemented at the University of Alaska Fairbanks Police Department. In creating the balanced scorecard, the UAF Police emphasis was placed on the community perspective and the learning and growth perspective. This focus is based upon the requirement of the Department to carry out its primary mission for the constituents of the University as well as the necessity to provide for a well educated and developed workforce. The Department has elected to effectuate the balanced scorecard at a time when very real financial concerns might otherwise force the department to focus upon short term monetary goals at the expense of long term strategies, ultimately compromising the department's vision and mission.

The balanced scorecard's greatest potential lies in its ability to help organizations translate lofty strategies into something actionable and measurable, while helping department members understand how they can contribute to the results the department is looking to attain. As a result, the development and use of the a balanced scorecard requires a substantial commitment from the bottom of the department to the top. One thing the balanced scorecard is not is a short term project. The balanced scorecard represents a commitment by the entire organization. Such a commitment lies in the buy-

in by all of the employees in the department. This step is a lengthy process, and it remains to be completed.

After receiving the buy-in from the staff of the UAF Police Department, the balanced scorecard needs to be made relevant to each position within the department. By extending the balanced scorecard to the individual employee level, and linking employee performance measures to the execution of the mission, the department will be poised to reach unprecedented levels of success by actualizing departmental strategy. The “cascading” of department goals down to the employee allows for the alignment of the staff’s efforts with the overall strategy. This ensures that everyone is focused on the key department objectives. Rendering high-level goals in such a manner that they become clear objectives for every staff member creates unity, allowing each department member to understand how their day-to-day actions contribute to the department’s success.

REFERENCES

1. Buxton, M. (2015, January 25). First week of budget meetings show depth of Alaska deficit. *Fairbanks Daily News Miner*. Retrieved from http://www.newsminer.com/news/local_news/first-week-of-budget-meetings-show-depth-of-alaska-deficit/article_1070f29a-a462-11e4-af01-e737baf5630c.html
2. Carmona, S., & Grönlund, A. (2003). Measures Vs. Actions: The Balanced Scorecard in Swedish Law Enforcement. SSRN Electronic Journal SSRN Journal.
3. Carter, S. Daniel. "Campus SaVE." Jeanne Clery Act Information. N.p., 2014. Web. 01 June 2015.
4. Chappell, B. (2012, June 21). Penn State Abuse Scandal: A Guide And Timeline. Retrieved July 12, 2012.
5. de Koning, G. Making the Balanced Scorecard Work (Part 1). (2004, July 1). Retrieved April 16, 2015.
6. Hoque, Z (2011). Celebrating 20 years of the Balanced Scorecard : relevance lost or relevance gained and sustained?
7. Kaplan, R., & Norton, D. (2005, July 1). The Balanced Scorecard: Measures That Drive Performance. Retrieved May 1, 2015.
8. Koch, J., Johnson, L. K., & Collaborative, B. S. (2005). Royal Canadian Mounted Police: A Balanced Scorecard Hall of Fame Profile: *Harvard Business School Pub.*
9. Langworthy, R. (Ed.). (1999, July 1). Retrieved September 4, 2012.
10. Niven, P. (2003). Balanced scorecard step-by-step for government and nonprofit agencies. Hoboken, N.J.: Wiley.
11. Reaves, B. (2015). Campus Law Enforcement, 2011–12. Retrieved February 2, 2015.
12. Shafritz, Jay M. and Ott, Steven, Classics of Organization Theory, Cengage Learning, Boston M.A., 2016.
13. Wiser, W. G. (1914). Yale memories: The Tuttle Morehouse & Taylor company.
14. Wilson, C., & Wilson, S. (2011). Perceived Roles of Campus Law Enforcement: A Cognitive Review of Attitudes and Beliefs of Campus Constituents. Retrieved October 8, 2009.
15. Wisniewski, M. and Dickson, A. (Oct., 2001) Measuring Performance in Dumfries and Galloway Constabulary with the Balanced Scorecard. The Journal of the Operational Research Society Vol. 52, No. 10 , pp. 1057-1066. Published by: Palgrave Macmillan Journals on behalf of the Operational Research Society